

CHAPTER 1

THE COMMUNITY FRAMEWORK PLAN

A. Community Framework Plan

The *Community Framework Plan* encourages growth in centers, urban and rural, with each center separate and distinct from the others. These centers of development are of different sizes; they may contain different combinations of housing, shopping, and employment areas. Each provides places to live and work. The centers are oriented and developed around neighborhoods to allow residents the ability to easily move through and to feel comfortable within areas that create a distinct sense of place and community. In order to achieve this, development in some urban areas would have a higher average density than currently exists in parts of the urbanizing area, approximately 6 to 10 units per net residential acre (4.5 to 7.5 gross units per acre), with more housing being single family on smaller lots (5,000 sf) and multi-family. Approximately 40 percent of the new housing would be duplexes, townhouses, or apartments. This variety of housing types and sizes would provide more opportunities for builders to provide affordable and attainable housing for first time home buyers, retirees, and lower-income families.

Each center would have a mix of land uses with housing, businesses, and services appropriate to its character and location. For example, the Vancouver Mall area would continue to be a retail center, downtown Vancouver will continue to be a center of finance and government, Brush Prairie and Hockinson are to be rural centers with community commercial areas, and the Mount Vista area will be a center of research and education (with the proposed Washington State University campus). Residential development appropriate to the needs of the workers and residents in these areas would be encouraged nearby. A primary goal of the plan is to provide housing in close proximity to jobs resulting in shorter vehicle trips, and allows densities along public transit corridors that support high capacity transit, either bus or light rail.

Outside of urban areas, the land is predominantly rural with farms, forests, open

space, and large lot residences. Shopping or businesses would be in rural centers. Urban levels of public services would generally not be provided in rural areas. Rural residents are provided levels of service appropriate to their areas. These areas are, by definition, more rural in nature and residents are more self-sufficient, often relying on private wells and septic systems. Most of northern Clark County would remain as it is today, in resource industries or rural use.

To implement the *Community Framework Plan*, the County, towns and cities would have to amend certain land use and development policies in their 20-year comprehensive plan process. The framework policies to guide future detailed policies are discussed in the next section.

B. Policies

In order to achieve the vision of Clark County, as a collection of distinct communities surrounded by open space, agriculture, and forest uses, Clark County and each of the cities and will adopt certain types of policies. The general framework policies are outlined below by element of the *Comprehensive Growth Management Plan (20-Year plan)*. The process-oriented county-wide planning policies which were adopted by the County in August 1992, are listed first (in italics), followed by the framework policies to guide implementation of the vision of Clark County's future preferred by many of its residents. The policies provide a framework within which the County can bridge the gap between the general land use concepts presented in the *Community Framework Plan* and the detailed (parcel level) *Comprehensive Growth Management Plan (20-Year)* required by the *State Growth Management Act*.

Supplemental to the *Community Framework Plan*, the County and each jurisdiction, can develop more specific policies for the their required 20-year time frame, in order to ensure that the resulting plans will work to achieve the overall vision of the future for Clark County.

1.0 LAND USE

The *Land Use Element* for 20-year comprehensive plans determine the general distribution and location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities, and other uses. The *Land Use Element* includes population densities, building intensities, and estimates of future population growth. The land use element is to provide for protection of groundwater resources, and where applicable, address drainage, flooding, and run-off problems and provide for coordinated solutions.

The following policies are to coordinate the efforts of the County and cities in designating land uses, densities, and intensities to achieve the pattern described above in their respective *Comprehensive Growth Management Plans* (20-year).

1.1 Countywide Planning Policies

- a. The County, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within the County shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.
- b. Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in the County for the succeeding 20-year period.
- c. Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development.
- d. An urban growth area may include more than a single city.
- e. Urban growth is defined as growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, fiber, or the extraction of mineral resources.
- f. The County and cities shall review, at least every five (5) years, its designated urban growth area or areas, and the densities permitted within the incorporated and unincorporated portions of each urban growth area. The comprehensive plans of the County and each municipality shall be revised to accommodate urban growth projected to occur for the succeeding 20-year period.
- g. Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management and appropriate bi-state/regional sources.
- h. Interagency Cooperation
The County and each municipality will work together to:
 - 1) establish Partnership Planning Subcommittees to develop an ongoing coordination program within the urban growth area;

- 2) provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;
 - 3) coordinate activities as they relate to the urban growth area;
 - 4) coordinate activities with all special districts;
 - 5) seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision; and,
 - 6) conduct joint hearings within the urban growth areas to consider adoption of *Comprehensive Plans* in the Partnership Planning Process.
- a. Coordination of land use planning and development
- 1) The County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.
 - 2) *Comprehensive Plans* must be coordinated. The comprehensive plan of each county or city shall be coordinated with, and consistent with, the comprehensive plans adopted by other counties or cities with which the County or city has, in part, common borders or related regional issues (*ESHB 2929; Section 10*). The city and the County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
 - 3) Urban development shall be limited to areas designated by the urban growth boundary.

1.2 Framework Plan Policies

- 1.2.0 Establish a hierarchy of activity centers, including both urban and rural centers.

Hierarchy of Centers:

All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks, and civic facilities essential to the daily life of the residents. Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.

- a. **URBAN CENTERS** have a full range of urban levels of services and can be divided into three main categories:

Major Centers are now or will be activity centers with a full range of residential, commercial, and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major centers, have or will have, urban densities of development between 6 and 10 units per net residential acre (4.5 to 7.5 gross units per acre) as an overall average. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities, and other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.

Small Towns and Community

Centers have a full range of residential, commercial, and industrial uses, schools, neighborhood, community, and regional parks, and are within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than major centers, averaging between 4 and 8 units per net residential acre (3 to 6 gross units per acre). Higher densities occur along transit corridors and in the community center, with lower densities in established neighborhoods and on the outskirts of the community. Small towns and community centers should have a center focus that combines commercial, civic, cultural and recreational uses.

Neighborhood Centers are located in predominantly residential areas, but include pedestrian-oriented commercial uses, schools and small parks. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

- b. Outside of urban growth and urban reserve areas, **RURAL ACTIVITY CENTERS** provide public facilities (e.g., fire stations, post offices, schools) and commercial facilities to support rural lifestyles. Rural centers have residential densities consistent with the surrounding rural minimum lot sizes and do not have a full range of urban levels of services.

Urban Areas

- 1.3.0 Establish consistent regional criteria to determine the size of urban growth areas for the 20-year comprehensive plans that:

- utilize natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
- conserve designated agriculture, forest or mineral resource lands;
- ensure an adequate supply of buildable land;
- have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections; and,
- balance industrial, commercial, and residential lands.

- 1.3.1 Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider the following:

- geographic, topographic and man-made features;
- public facility and service availability, limits and extensions;
- jurisdictional and special district boundaries; and,

- location of designated natural resource lands and critical areas.

Urban Reserves

- 1.3.2 Establish criteria for new fully contained communities to ensure that the appropriate public facility and services are available. Large scale residential only developments are not considered as fully contained communities.

- 1.4.0 The County and jurisdictions within the County are to define urban reserve areas (land reserved for future development after 20 years), where appropriate, to allow an orderly conversion of land adjacent to designated urban growth areas to urban densities, as demonstrated by the need to expand the developable land supply or by regional industrial or public facility needs.

- 1.4.1 The County, cities and towns are to work cooperatively, to develop policies governing transition of urban reserve areas between the urban growth area set by the *20-Year Comprehensive Growth Management Plans* and the urban areas conceptualized by the longer-term *Community Framework Plan*. Such policies are to:

- encourage urban growth in cities and towns first, then in their urban growth areas, and finally in the urban reserve area;
- ensure that any development permitted is consistent with the level of urbanization of the adjacent areas;
- identify major capital facilities and utilities, provide locational and timing criteria for development of these facilities and utilities;
- include a mechanism to ensure that major capital facilities and utilities are constructed when needed; and
- establish criteria for determining the need and procedures for amending the urban growth area boundary.

- 1.4.2 Develop criteria for uses within urban reserve areas to allow a reasonable use without preempting future urban growth area designations.

Techniques that enable the urban reserve to be maintained include but are not limited to:

- transfer development rights;
- conservation easements;
- tax assessments;
- pre-planning of lots and the clustering of units; and
- other innovative techniques.

2.0 HOUSING

The *Housing Element* is to recognize the vitality and character of established residential neighborhoods and identify sufficient land for housing to accommodate a range of housing types and prices. The goal is to make adequate provision for existing and projected housing needs of all economic segments of the community. These policies are intended to coordinate the housing policies of Clark County and its jurisdictions to ensure that all existing and future residents are housed in safe and sanitary housing appropriate to their needs and within their means.

2.1 County-wide Planning Policies

- a. The County and each municipality shall prepare an inventory and analysis of existing and projected housing.
- b. The *Comprehensive Plan* of the County and each municipality shall identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities. All jurisdictions will cooperate to plan for a "fair share" of the region's affordable housing needs and housing for special needs population.
- c. Link economic development and housing strategies to achieve parity between job development and housing affordability.
- d. Link transportation and housing strategies to assure reasonable access to multi-modal transportation systems and to encourage housing

opportunities in locations that will support the development of public transportation.

- e. Link housing strategies with the locations of work sites and jobs.
- f. Link housing strategies with the availability of public facilities and public services.
- g. Encourage infill housing within cities and towns and urban growth areas.
- h. Encourage flexible and cost efficient land use regulations that allow for the creation of alternative housing types which will meet the needs of an economically diverse population.

2.2 Framework Plan Policies

- 2.2.0 Communities, urban and rural, should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries and to ensure an adequate supply of affordable and attainable housing. Housing options available in the County include single family neighborhoods and mixed use neighborhoods (e.g., housing above commercial storefronts, traditional grid single family neighborhoods, townhouses, multi-family developments, accessory units, boarding homes, cooperative housing, and congregate housing).
- 2.2.1 Establish density targets with jurisdictions in the County for different types of communities, consistent with the definitions of Urban and Rural Centers.
- 2.2.2 Provide housing opportunities close to places of employment.
- 2.2.3 Establish maximum as well as minimum lot sizes in urban areas.
- 2.2.4 All cities, towns and the County share the responsibility for achieving a rational and equitable distribution of affordable housing.
- 2.2.5 Coordinate with C-TRAN to identify and adopt appropriate densities for priority transit corridors. Ensure that the development standards for these areas are transit and pedestrian friendly. Transportation and housing strategies

are to be coordinated to assure reasonable access to a variety of transportation systems and to encourage housing opportunities in locations that support development of cost effective and convenient public transportation for all segments of the population.

- 2.2.6 Encourage infill development that enhances the existing community character and provide a mix of uses in all urban and rural centers. All cities and towns are to encourage infill housing as the first priority for meeting the housing needs of the community.
- 2.2.7 Encourage creative approaches to housing design to:
- accommodate higher densities attractively;
 - increase housing affordability;
 - ensure that infill development fits with the character of the existing neighborhood; and
 - develop demonstration projects to assist the private sector to achieve infill goals.
- 2.2.8 Housing strategies are to be coordinated with availability of public facilities and services, including human services.
- 2.2.9 All cities, towns and the County are to provide for a variety of housing types and designs to meet the needs of people with special needs (for example those with physical, emotional, or mental disabilities), recognizing that not all housing will become accessible to special needs populations.
- 2.2.10 Establish a mechanism for identifying and mitigating adverse impacts on housing production and housing cost which result from adoption of new development regulations or fees.
- 2.2.11 Encourage and permit development of inter-generational housing, assisted living options, and accessory units in order to allow people with special needs and senior citizens to live independently as possible and to reduce the need for (and cost of) social services.
- 2.2.12 All cities, towns and the County are to provide increased flexibility in the use of new and existing housing development to increase the potential for re-use,

preservation of existing affordable housing, shared living quarters, use of accessory structures as housing, etc.

- 2.2.13 Housing strategies are to be coordinated with the financial community and are to be consistent with public and private financing mechanisms.

3.0 RESOURCE LANDS

These policies are to ensure the conservation of agricultural, forest, and mineral resource lands, and protect these lands from interference by adjacent uses which affects the continued use, in the accustomed manner, of these lands for production of food, agricultural products, or timber, or the extraction of minerals.

3.1 County-Wide Planning Policies

- a. The County and each municipality shall cooperate to ensure the preservation and protection of natural resources, critical areas, open space, and recreational lands within and near the urban area through adequate and compatible policies and regulations.

3.2 Framework Plan Policies

- 3.2.0 The County and its jurisdictions as a minimum are to consider agricultural land based on *Washington Administrative Code (WAC) 365-190-050*.
- 3.2.1 The County and its jurisdictions as a minimum are to consider forest land based on *WAC 365-190-060*.
- 3.2.2 The County and its jurisdictions as a minimum are to consider mineral resource lands based on *WAC 365-190-070*.
- 3.2.3 Identify agricultural land on parcels currently used or designated for agricultural use and provide these parcels special protection.
- 3.2.4 Identify forest land on parcels currently used or designated for forest use and provide these parcels special protection.
- 3.2.5 Encourage the conservation of large parcels which have prime agricultural soils for agricultural use and provide these parcels special protection.

- 3.2.6 Establish standards for compatible land uses on land designated for agriculture, forest, and mineral resource uses.
- 3.2.7 Review cluster residential development on agriculture or forest land to ensure these developments continue to conserve agriculture or forest land.
- 3.2.8 Develop a range of programs (such as transfer or purchase of development rights, easements, preferential tax programs, etc.) to provide property owners incentives to maintain their land in natural resource uses.
- 3.2.9 Mineral, forestry, and agricultural operations are to implement best management practices to minimize impacts on adjacent property.
- 3.2.10 Establish buffers for natural resource lands (agriculture, forest, or mineral lands) and urban and rural uses to lessen potential impacts to adjacent property.
- 3.2.11 Establish right to farm or harvest ordinances to protect the continued operation of natural resource uses.
- 3.2.12 Public facility and/or utility availability are not to be used as justification to convert agriculture or forest land.

4.0 RURAL LANDS

The *Rural Lands Element* contains policies governing the use of lands which are not reserved for agriculture, forest, or mineral resources, nor are they designated for urban development. Land uses, densities, and intensities of rural development are to be compatible with both adjacent urban areas and designated natural resource lands.

4.1 County-wide Planning Policies

- a. The County shall recognize existing development and provide lands which allow rural development in areas which are developed or committed to development of a rural character.

4.2 Framework Plan Policies

- 4.2.0 Rural areas should meet at least one of the following criteria:

- opportunities exist for small scale farming and forestry which do not qualify for resource land designation;
- the area serves as buffer between designated resource land or sensitive areas;
- environmental constraints make the area unsuitable for intensive development;
- the area cannot be served by a full range of urban levels of service; or,
- the area is characterized by outstanding scenic, historic or aesthetic values which can be protected by a rural designation.

- 4.2.1 Recreational uses in rural areas should preserve open space and be environmentally sensitive.
- 4.2.2 Commercial development of appropriate scale for rural areas are encouraged within rural centers.
- 4.2.3 Establish large lot minimums for residential development appropriate to maintain the character of the rural area.
- 4.2.4 Develop a program for the transfer or purchase of development rights (TDR) or similar programs to encourage implementation of these rural lands policies.
- 4.2.5 New master planned resorts are to meet the following criteria:
 - provide self-contained sanitary sewer systems approved by the Southwest Washington Health District;
 - be served by public water systems with urban levels of fireflow;
 - preserve and enhance unique scenic or cultural values;
 - focus primarily on short-term visitor accommodations rather than for-sale vacation homes;
 - provide a full range of recreational amenities;
 - locate outside urban areas, but avoid adversely impacting designated resource lands;

- preserve and enhance sensitive lands (critical habitat, wetlands, critical areas, etc.);
- housing for employees only may be provided on or near the resort; and,
- comply with all applicable development standards for master planned resorts, including mitigation of on and off-site impacts on public services, utilities, and facilities.

4.2.6 Encourage the clustering of new development within a destination resort or a designated rural center (village or hamlet). All new development should be of a scale consistent with the existing rural character.

4.2.7 Revise existing development standards and housing programs to permit and encourage development of affordable housing for people who work in resource-based industries in rural centers.

5.0 TRANSPORTATION

The *Transportation Element* is to implement and be consistent with the land use element. The *Community Framework Plan* envisions a shift in emphasis of transportation systems from private vehicles to public transit (including high-capacity transit and light rail), and non-polluting alternatives such as walking and bicycling. The following policies are to coordinate the land use planning, transportation system design and funding to achieve this vision.

5.1 Countywide Planning Policies

- a. Clark County, Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO), state, bi-state, municipalities, and C-Tran shall work together to establish a truly regional transportation system which:
 - 1) reduces reliance on single occupancy vehicle transportation through development of a balanced transportation system which emphasizes transit, high capacity transit, bicycle and pedestrian improvements, and

transportation demand management;

- 2) encourages energy efficiency;
 - 3) recognizes financial constraints; and,
 - 4) minimizes environmental impacts of the transportation systems development, operation and maintenance.
- a. Regional and bi-state transportation facilities shall be planned for within the context of county-wide and bi-state air, land and water resources.
 - b. The State, MPO/RTPO, County, and the municipalities shall adequately assess the impacts of regional transportation facilities to maximize the benefits to the region and local communities.
 - c. The State, MPO/RTPO, County, and the municipalities shall strive, through transportation system management strategies, to optimize the use of and maintain existing roads to minimize the construction costs and impact associated with roadway facility expansion.
 - d. The County, local municipalities and MPO/RTPO shall, to the greatest extent possible, establish consistent roadway standards, level of service standards and methodologies, and functional classification schemes to ensure consistency throughout the region.
 - e. The County, local municipalities, C-Tran and MPO/RTPO shall work together with the business community to develop a transportation demand management strategy to meet the goals of state and federal legislation relating to transportation.
 - f. The State, MPO/RTPO, County, local municipalities and C-Tran shall work cooperatively to consider the development of transportation corridors for high capacity transit and adjacent land uses that support such facilities.
 - g. The State, County, MPO/RTPO and local municipalities shall work together to establish a regional

- transportation system which is planned, balanced and compatible with planned land use densities; these agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility and movement of goods and people.
- h. State or regional facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.

5.2 Framework Plan Policies

- 5.2.0 The regional land use planning structure is to be integrated within a larger public transportation network (e.g., transit corridors, commercial nodes, etc.).
- 5.2.1 Encourage transportation systems that provide a variety of options (light rail, high-occupancy vehicles, buses, autos, bicycles or walking) within and between and rural centers.
- 5.2.2 Street, pedestrian paths, and bike paths are to be a part of a system of fully connected and scenic routes to all destinations. Establish design standards for development to promote these options, and work cooperatively with C-TRAN to ensure that programs for improvements in transit service and facilities as well as roadway and pedestrian facilities are coordinated with these standards.
- 5.2.3 To reduce vehicle trips, encourage mixed land use and locate as many other activities as possible to be located within easy walking and bicycling distances from public transit stops.
- 5.2.4 Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools, public transit).
- 5.2.5 Establish residential, commercial and industrial development standards including road and parking standards, to support the use of alternative transportation modes.
- 5.2.6 Establish connections between Urban and Rural Centers through a variety of transportation options.
- 5.2.7 Establish regional level-of-service (LOS) standards for arterials and public transportation that ensure preservation of the region's (rural and urban) mobility while balancing the financial, social and environmental impacts.
- 5.2.8 Encourage a balanced transportation system and can be maintained at acceptable levels of service.
- 5.2.9 Establish major inter-modal transportation corridors that preserve mobility for interstate commerce and freight movement (Promote inter-modal connections to port, rail, truck, bus, and air transportation facilities. Preserve and improve linkages between the Port of Vancouver and other regional transportation systems).
- 5.2.10 Coordinate with C-TRAN, WSDOT, and SWRTC to allow park-and-ride facilities along regional transportation corridors.
- 5.2.11 Encourage the development of smaller, community scale park and ride facilities in rural centers as the gateways to public transportation in non-urban areas.

6.0 CAPITAL FACILITIES

The *Capital Facilities Element* will identify the need for capital facilities (such as libraries, schools, police facilities and jails, fire facilities, etc.) to accommodate expected growth and establish policies to ensure that these facilities are available when the development is occupied. The following policies are to coordinate the work of the cities and towns and special districts.

6.1 County-wide Planning Policies

- a. The County, State, municipalities and special districts shall work together to develop realistic levels of service for urban governmental services.
- b. Plans for providing public facilities and services shall be coordinated with plans for designation of urban growth areas, rural uses, and for the transition of undeveloped land to urban uses.
- c. Public facilities and services shall be planned so that service provision

maximizes efficiency and cost effectiveness and ensures concurrency.

- d. The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.
- e. The County, municipalities and special districts shall agree on a full range of services to meet the needs of the urban area, including sewer, water, storm drainage, transportation, police, fire, parks, etc.
- f. The County, its municipalities and special districts shall work together to ensure that the provision of public facilities and services are consistent and designed to implement adopted comprehensive plans.
- g. Local jurisdictions shall establish a process to re-evaluate the land use element of their comprehensive plans upon its determination that the jurisdiction lacks the financing resources to provide necessary public facilities and services to implement their plan.
- h. General and special purpose districts should consider the establishment of impact fees as a method of financing public facilities required to support new development.
- i. The County, its municipalities, and special districts will work together to develop financial tools and techniques that will enable them to secure funds to achieve concurrency.
- j. The *Comprehensive Plan* of the County and each municipality shall include a process for identifying and siting essential public facilities such as airports, state education facilities and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and regional parks.
- k. When siting state and regional public facilities, the County and each municipality shall consider land use compatibility, economic and environmental impacts and public need.

- l. The County shall work with the State, each municipality and special districts to identify future needs of regional, and state wide public facilities. This will ensure county-wide consistency and avoid duplications or deficiencies in proposed facilities.

6.2 Framework Plan Policies

- 6.2.0 Major public and private expenditures on facilities and services (including libraries, schools, fire stations, police, parks, and recreation) are to be encouraged first in urban and rural centers.
- 6.2.1 Establish level of service standards for capital facilities in urban and rural areas.
- 6.2.2 Coordinate with service providers to identify the land and facility requirements of each and ensure that sufficient land is provided in urban and rural areas to accommodate these uses.
- 6.2.3 Establish standards for location of public facilities and services in urban growth areas, urban reserve areas, and rural areas.

7.0 UTILITIES

The *Utilities Element* is to provide for the extension of public utilities to new development in a timely manner, and to ensure that utility extensions are consistent with the land use plans of the County and cities and towns.

7.1 Countywide Planning Policies

- a. The County, municipalities, special districts and Health District will work cooperatively to develop fair and consistent policies and incentives to: eliminate private water and sewer/septic systems in the urban areas; and to encourage connection to public water and sewer systems.
- b. Within Urban Growth Areas, cities and towns should be the providers of urban services. Cities and towns should not extend utilities without annexation or commitments for annexation. Exceptions may be made in cases where human health

- is threatened. In areas where utilities presently extend beyond city or town limits, but are within Urban Growth Areas, the city or town and the County should jointly plan for the development, with the County adopting development regulations which are consistent with the city or town standards.
- c. Plans for providing public utility services shall be coordinated with plans for designation of urban growth areas, rural uses, and for the transition of undeveloped land to urban uses.
 - d. Public utility services shall be planned so that service provision maximizes efficiency and cost effectiveness and ensures concurrency.
 - e. The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.

7.2 Framework Plan Policies

- 7.2.0 Public sanitary sewer service will be permitted only within urban areas, except to serve areas where imminent health hazards exist.
- 7.2.1 Public sanitary sewer service should be extended throughout urban areas. It is recommended that cities and towns and other sanitary sewer service purveyors adopt policies that specify the circumstances under which residents located within urban growth areas but outside of incorporated areas would be required to connect to a sanitary sewer system once it becomes available.
- 7.2.2 Adequate public water service should be extended throughout urban areas. (An "adequate" public water system is one that meets Washington State requirements and provides minimum fire flow as required by the Fire Marshal. Various levels of public water service are considered adequate, depending upon the specific land uses and densities of development being served.)
- 7.2.3 When it is appropriate to provide public water service in rural areas, the level of service may be lower than that which is provided in urban areas. However, public water service in rural areas must meet the minimum requirements for an adequate public water system, given the specific land uses and densities being served (*see 7.2.2*).
- 7.2.4 Construction of new private wells in urban areas should be discouraged. New private wells will be considered only on an interim basis, until adequate public water service becomes available to an area.
- 7.2.5 Construction of new subsurface sewage disposal systems within urban areas should be discouraged. It is recommended that cities and towns and the County adopt policies that specify the circumstances under which the construction of new subsurface sewage disposal systems would be permitted, if they are permitted under any circumstance within urban areas. If new subsurface disposal systems are permitted, it is suggested that these systems be considered only as an interim measure, until public sanitary sewer system becomes available.
- 7.2.6 Support the Southwest Washington Health District's efforts to establish a mandatory subsurface sewage disposal system inspection and maintenance program for pre-existing and new systems located in areas that need special protection from an environmental health perspective, as determined by the Health District.
- 7.2.7 Ensure compliance with Washington State requirements which call for a proposed development to provide proof that there exists a source of public or private domestic water which produces sufficient quantity and quality of water to meet minimum requirements before a development permit may be issued.
- 7.2.8 New wells may be constructed in rural areas, but only to serve developments on rural lots that are without practical access to existing public water systems. Existing public water purveyors should be given an opportunity to serve a new development. The first opportunity to serve a development should be given to the utility provider designated to serve the area in which the development is proposed. If the designated utility

cannot serve the development, an adjacent utility should be given the opportunity to serve the development. If an existing utility cannot serve the development, construction of a new private or public well may be permitted. This procedure is set forth in the *Clark County Coordinated Water System Plan Update*, which was adopted by Clark County and the Washington State Department of Health in 1991.

- 7.2.9 The availability of public sanitary sewer and water services with capacities beyond those which are minimally required to meet the needs of an area will not presume or justify approval of a development that is inconsistent with the *Community Framework Plan*.
- 7.2.10 The *Clark County Coordinated Water System Plan* is designed to be responsive to the County's Comprehensive Plan and other local comprehensive plans, and land use regulations intended to implement the *Comprehensive Plan*. Public water system plans must be consistent with the *Coordinated Water System Plan* and the *Comprehensive Plan*, as provided under WAC 248-56.

8.0 PARKS, RECREATION AND OPEN SPACE

Although this element is not required by the *Growth Management Act*, Clark County and several cities and towns intend to include a *Parks, Recreation, and Open Space Element* in their plans because provision of these facilities is essential to the livability of the urban area. The policies listed below are to coordinate the planning for parks facilities, recreation programs, and open spaces to ensure that they are appropriately sited given expected growth patterns.

8.1 County-wide Planning Policies

- a. The County and each municipality shall identify open space corridors, important isolated open space and recreational areas within and between urban growth areas, and should prepare a funding and acquisition program for this open space. Open space shall include lands useful for parks and

recreation, fish and wildlife habitat, trails, public access to natural resource lands and water, and protection of critical areas.

8.2 Framework Plan Policies

- 8.2.0 Provide land for parks and open space in each urban growth area and rural centers consistent with adopted level-of-service standards. Wherever possible, the natural terrain, drainage, and vegetation of the community should be preserved with high quality examples contained within parks or greenbelts.
- 8.2.1 Use environmentally sensitive areas (critical areas) for open space and where possible use these areas to establish a well defined edge separating urban areas from rural areas.
- 8.2.2 Regions should be bounded by and provide a continuous system of open space/wildlife corridors to be determined by natural conditions. Where appropriate connect open spaces to provide corridors, consistent with the *Metropolitan Greenspaces Program*.
- 8.2.3 Coordinate with jurisdictions to establish consistent definitions of park types and level of service standards for parks within urban areas.
- 8.2.4 Coordinate the planning and development of parks and recreation facilities with jurisdictions within the urban areas.
- 8.2.5 Establish a county-wide system of trails and bicycle paths both within and between jurisdictions for recreational and commuter trips. Coordinate this trail system with those of adjacent counties and Oregon jurisdictions.

9.0 ANNEXATION AND INCORPORATION

The intention of the *Growth Management Act* is that urban development occur within cities or areas that will eventually be cities -- either through annexation or incorporation. Currently in Clark County, large unincorporated areas are developed at urban densities. The transition of these areas to cities is a process that will require the cooperation of staff and elected officials from the County, cities and towns, and special

districts. The following policies are to set the framework for discussion of the details which will be included in *the 20-Year Growth Management Plans* for these jurisdictions.

9.1 County-wide Planning Policies

- a. *Community Comprehensive Plans* shall contain an annexation element. In collaboration with adjacent cities, towns, and Clark County, each city and town shall designate areas to be annexed. Each city and town shall adopt criteria for annexation and a plan for providing urban services and facilities within the annexation area. Policies for the transition of services shall be included in each annexation element. All cities and towns shall phase annexations to coincide with their ability to provide a full range of urban services to areas to be annexed.
- b. No city or town may annex territory beyond its urban growth area.
- c. Developing areas within urban growth and identified annexation areas should annex or commit to annex to adjacent cities in order to receive a full range of city-provided urban services. Unincorporated areas that are already urbanized are encouraged to annex to the appropriate city or town in order to receive urban services. Incorporation of new cities and towns is a legal option allowed for under Washington law. Incorporation may be appropriate if an adequate financial base is identified or annexation is impractical.
- d. The County shall encourage and support annexations to cities and town within Urban Growth Areas if consistent with the policies contained within the annexation element.
- e. No city or town located in a county in which Urban Growth Areas have been designated may annex territory beyond an urban growth area.
- f. An inter-jurisdictional analysis and process which assesses the fiscal and other impacts related to

annexation on the County, the city or town, and special purpose districts shall be developed consistent with the policies contained in the annexation.

10.0 ECONOMIC DEVELOPMENT

Although an *Economic Development Element* is not required in the *Comprehensive Growth Management Plan*, Clark County will include this element in order to ensure that there is a balance of economic and population growth in the County, and that the type of economic development which occurs contributes to maintaining and improving the overall quality of life in the County.

10.1 County-wide Planning Policies

- a. The County and the municipalities will demonstrate their commitment to long-term economic growth by promoting a diverse economic base, providing opportunity for all citizens, including unemployed and disadvantaged persons. Growth which helps to measurably raise the average annual wage rate of community citizens, and preserves the environmental quality and livability of our community, is viable growth and will improve the lifestyle of Clark County citizens.
- b. The County and the municipalities will demonstrate their commitment to the retention of those enterprises which have created the economic base of the County, and promote their continued growth in a predictable environment, which encourages investment and job growth.
- c. The County and the municipalities will encourage long-term growth of businesses of all sizes, because all are important factors in overall job growth in the County and the municipalities.
- d. The County and the municipalities will promote productivity and quality among its businesses to meet world and market standards for their products and services.

- e. The County and the municipalities will encourage the improvement of the participation rate of residents in higher education, and the measurable performance of high school graduates compared with other counties in the state.
- f. The County and the municipalities may give priority assistance to employers who will increase the standard of living in the community.
- g. The County and the municipalities will plan for long-term economic growth which enhances the capacity of existing air shed for job-generating activities.
- h. The County and the municipalities will provide for orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible commercial and industrial development.
- i. The County and the municipalities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply long-term employment to a portion of the County's residents who are currently employed outside of the County.
- j. The County and the municipalities will work together, to the greatest extent possible, to establish specific common benchmarks that will measure the community's overall economic viability. These benchmarks will be included in the County's *Comprehensive Plan* and are encouraged to be included in each jurisdictions comprehensive plan.
- k. Encourage use of a multi-modal transportation system that facilitates the reduction of travel times and the need for additional road construction within the region.

10.2 FRAMEWORK PLAN POLICIES

- 10.2.0 Encourage a balance of job and housing opportunities in each urban center. Provide sufficient land for business as well as homes. Businesses within the

community should provide a range of job types for the community's residents.

- 10.2.1 Encourage industrial uses in major urban centers, small towns and community centers.
- 10.2.2 Revise commercial and industrial development standards to allow for mixed use developments and ensure compatibility with nearby residential and public land uses.
- 10.2.3 Encourage businesses which pay a family wage to locate in Clark County.
- 10.2.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community.
- 10.2.5 Develop transit-friendly design standards for commercial and industrial areas. Encourage businesses to take responsibility for travel demand management for their employees.
- 10.2.6 Establish incentives for the long-term holding of prime industrial land. Encourage local jurisdictions to and special districts to hold prime industrial land for future development.

11.0 CRITICAL AREAS

All of the jurisdictions in Clark County have adopted interim measures to protect identified critical areas within their boundaries. These measures must be reviewed and, if necessary, revised to implement the *Comprehensive Growth Management Plan*. The following policies are to ensure a coordinated approach to preservation of identified sensitive lands. The goal is to preserve significant critical areas as a part of a system of such areas, not as isolated reserves, wherever possible.

11.1 County-wide Planning Policies

- a. Urban growth areas shall be established consistent with the protection of the environment and the enhancement of the state's high quality of life, including air and water quality, and the availability of water. The establishment of urban growth areas shall also be done in a manner consistent with the preservation of land, sites and

structures that have historical or archeological significance.

development of local character and community identity.

11.2 Framework Plan Policies

- 11.2.0 New developments are to protect and enhance sensitive areas and respect natural constraints.
- 11.2.1 Protect and improve the County's environmental quality while minimizing public and private costs.
- 11.2.2 In the long-term, all jurisdictions should work towards compatible classification systems for wetlands.
- 11.2.3 Vulnerable aquifer recharge areas are to be regulated to protect the quality and quantity of groundwater in the County.
- 11.2.4 Establish development standards for uses, other than natural resource uses, on sensitive lands (e.g., 100-year flood plains, unstable soils, high-value wetlands, etc.).
- 11.2.5 Wetlands and watersheds are to be managed to protect surface and groundwater quality.
- 11.2.6 The County and jurisdictions are to work cooperatively with the Washington State Department of Wildlife to develop programs and areas that promote the preservation of habitats.

12.0 COMMUNITY DESIGN

Implementation of the *Community Framework Plan* will require attention to the details of design if it is to succeed in encouraging a sense of community and getting people to use alternative means of transportation. The following policies are intended to focus the design policies of each jurisdiction on certain key issues which must be coordinated in order to be effective.

12.1 County-wide Planning Policies

- a. The community design element shall help conserve resources and minimize waste.
- b. The County's community design standards shall be appropriate to the region, exhibiting continuity of history and culture and compatibility with the climate, and encourage the

12.2 Framework Plan Policies

- 12.2.0 Develop high quality design and site planning standards for publicly funded projects (e.g., civic buildings, parks, etc.).
- 12.2.1 Encourage the establishment of open space between or around urban centers. These areas could be public greenways, resource lands, wildlife habitats, etc.
- 12.2.2 Encourage urban and rural centers to provide an ample supply of specialized open space in the form of squares, greens, and parks whose frequent use is encouraged through placement and design.
- 12.2.3 Establish development standards to encourage mixed use developments in urban and rural centers, while providing buffering for each use from the adverse effects of the other.
- 12.2.4 Establish development standards for higher densities and intensities of development along priority and high capacity transit corridors that encourage pedestrian, bicycle, and public transit usage.
- 12.2.5 Encourage street, pedestrian path and bike path standards that contribute to a system of fully-connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use and be defined by buildings, trees and lighting, and discouraging high speed traffic.
- 12.2.6 Establish standards that use materials and methods of construction specific to the region, exhibiting continuity of history and culture and compatibility with the climate, to encourage the development of local character and community identity.

13.0 HISTORIC PRESERVATION

Clark County has a long and varied history, and many structures and sites remain which were a part of that history. These structures and sites define the unique character of the County and its communities. The following

policies are to ensure a coordinated approach to their preservation.

13.1 County-wide Planning Policies

- a. The County and each municipality should identify cultural resources within urban growth areas and the County.

13.2 Framework Plan Policies

- 13.2.0 The County, cities and towns are to identify federal, state and local historic and archaeological lands, sites or structures of significance within their jurisdictions.
- 13.2.1 Encourage owners of historic sites or structures to preserve and maintain

them in good condition, consistent with their historic character.

- 13.2.2 Develop financial and other incentive programs for owners of historic properties to maintain their properties and make them available periodically for public education.
- 13.2.3 Establish county-wide programs to identify archaeological and historic resources, protect them, and educate the public about the history of the region.
- 13.2.4 Establish criteria for the identification of archaeological and historical resources, and establish a process for resolving conflicts between preservation of these resources and development activities.

